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TECHNICAL ASSISTANCE IN CONNECTION WITH THE GENERALIZED SYSTEM OF PREFERENCES

Technical cooperation activities on the generalized system of preferences and other trade laws, 1992

Report by the UNCTAD secretariat

GE.93-50356

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INTRODUCTION AND SUMMARY

1. This report has been prepared to assist the Special Committee on Preferences at its twentieth session in its consideration of GSP technical cooperation activities and covers the UNCTAD Technical Cooperation Programme on the Generalized System of Preferences (GSP) and Other Trade Laws for the period January-December 1992.

2. The delivery of technical cooperation activities on the GSP and other trade laws remained high in 1992. This was mainly due to an increasing interest in the GSP and other trade laws shown by beneficiaries and was made possible by UNDP and trust fund contributions by member States of UNCTAD to the GSP programme.

3. In 1992, 58 activities were undertaken in all regions of the world. These included 22 training seminars/workshops, 16 advisory/consultation missions and 7 field research missions aimed primarily at assisting preference-receiving countries to make better use of the system and to establish or upgrade GSP focal points. In all, 853 participants from 20 preference-receiving countries benefited from these training activities.

4. Total extra-budgetary funding for global GSP activities in 1992 amounted to $1,141,500, of which UNDP accounted for approximately $538,400 (47 per cent), with the remainder arising from trust fund contributions from States members of UNCTAD. Such trust fund contributions of all kinds amounted to $603,100 in 1992, of which trust funds for specific purposes amounted to $343,800, in-kind contributions to $96,000 and central trust funds to $163,320, or 27 per cent of total funding. The latter amount in central trust funds was made available to undertake activities which service all GSP-related projects in the network. In view of the large number of activities requiring substantive, technical and administrative backstopping, increased central trust funds for support personnel, training, travel and administration are indispensable if the activities envisaged for 1993 are to be carried out.

5. So far, the Governments of Japan and Switzerland have made pledges to the GSP programme for 1993. These pledges amount to $250,000, which means that there will have to be a cutback and/or a postponement of the planned programme for 1993 unless additional funds, particularly for central support to the programme, are made available.

6. Countries in Africa and Central and Eastern Europe are showing an increased awareness and interest in the GSP, leading to more requests for training activities. Furthermore, when the ongoing Uruguay Round of multilateral trade negotiations under the auspices of GATT is concluded, there are likely to be more requests for seminars and advisory missions on other trade laws, particularly from the Asian and Latin American regions, because the Uruguay Round agreements, to a large extent, will form new trade laws. These activities are particularly important for developing countries that have newly emerging export supply capabilities because the UNCTAD Technical Cooperation Programme on the GSP and Other Trade Laws can assist them in increasing the foreign exchange earnings needed to attain their development objectives. It is important therefore that, at the twentieth session of the Special Committee on Preferences, States members of UNCTAD consider the question of the financial requirements of the Programme on GSP and Other Trade Laws and mobilize the necessary resources in order to meet the needs of developing countries in these areas.

Chapter I

MOBILIZATION OF SUPPORT FOR TECHNICAL COOPERATION ACTIVITIES ON THE GSP AND OTHER TRADE LAWS

7. The UNCTAD Technical Cooperation Programme on the GSP and Other Trade Laws currently consists of a UNDP-financed national GSP Project in Zimbabwe (ZIM/90/013) and the Geneva-based interregional GSP Programme which is solely financed by funds in trust.[1]

8. The following three categories of trust fund contributions are made by member States:

(i) Firstly, central trust funds, which provide the only source of finance for the operational aspects of the programme in support of global technical cooperation on the GSP, are primarily used to cover the salaries of support personnel located in Geneva, travel of experts, consultancies and other administrative and logistical costs. The delivery of technical assistance largely depends on the availability of such funds.

(ii) Secondly, trust funds for specific purposes, such as the financing of seminars, provision of associate experts, etc.; and,

(iii) Finally, in-kind contributions, such as the provision of experts by preference-giving countries to participate in seminar activities and the provision of seminar materials.[2]

9. Contributions to central trust funds in 1992 came from one preference-receiving country, namely China ($10,000), and from three preference-giving countries, Norway ($40,000), Sweden ($80,000) and Switzerland ($33,320), yielding a total of $163,320 (see annex I).[3] This was equivalent to about a quarter of the funds available to the programme in that year. In 1992, UNDP funding of GSP technical cooperation came from the National GSP Project for Zimbabwe (ZIM/90/013) ($316,000), the closing phases of the Regional GSP Projects for Asia and the Pacific (RAS/89/028) ($161,000) and for Africa (RAF/86/057) ($24,000) and the GSP component of the MTN Regional Project for Asia and the Pacific (RAS/86/020) ($36,900).

10. There was a 27 per cent decline in funding from all sources between 1991 and 1992 from $1,561,965 to $1,141,490. This was due to the reduction of UNDP support from $678,900 to $538,000, the cessation of associate expert arrangements by Japan and Italy and the successful completion of a project funded by Austria for the development of the Trade Analysis and Information System (TRAINS) software. Present indications are that a further decline in funding is likely to take place in 1993.

11. It is hoped that member States will respond positively to this unfavourable development and provide additional funds to enable the Programme to meet the backlog of requests from developing countries for GSP technical cooperation (see annex V). Contributions to the central trust fund are particularly necessary to continue activities in those two geographical areas that are no longer covered by regional projects.[4] Additional central funding of approximately $100,000 is required to maintain seminar activities and a minimum of $250,000 in central funds is required to maintain the Programme.

Chapter II

TECHNICAL COOPERATION ACTIVITIES ON THE GSP AND OTHER TRADE LAWS IN 1992

12. Despite the decline by 27 per cent in the total resources available for technical cooperation in 1992 in relation to 1991, activities undertaken in 1992 increased from 44 to 58 (see annex II). Of these, 22 training seminars were held, one at the regional level, 12 at the national level and nine workshops. Other activities included fund-raising, advisory and consultation missions, research, lectures, participation in tripartite reviews and other meetings. In the training activities, 853 participants from 20 developing countries were exposed to GSP and other trade laws information in these seminars and workshops. The majority of the participants in the national seminars and workshops represented the private and public trading interests actually using the GSP. Many female entrepreneurs benefited from these activities.

A. Advisory missions

13. One advisory mission and 15 consultation missions were carried out in 1992. These were largely aimed at the development and improvement of GSP focal points and demonstrations and installation of the TRAINS software package as well as soliciting interest and inputs for the UNDP Integrated Trade Policy Programme for Asia and the Pacific, which is scheduled to commence in 1993 and which will include a GSP and other trade laws component. Field research missions concerned issues of regional integration in Asia and Latin America in the framework of the GSP rules of origin.

B. Training activities

14. As in the past, the UNCTAD GSP programme continued in 1992 to take a very practical approach to the delivery of technical cooperation, with emphasis being given to national seminars and, in this context, to personalized consultations with potential/actual individual exporters and manufacturers to enable them to make better use of the GSP benefits (see annex III). This practical approach has helped to increase awareness of GSP advantages and GSP utilization and to reduce the problems faced by trading communities in preference-receiving countries, as well as to acquaint new exporters with the GSP benefits available to them.

15. Activities in the African region included several seminars/workshops under the auspices of the UNDP/UNCTAD National GSP Project for Zimbabwe (ZIM/90/013) and two national seminars for Benin and Kenya. The latter was financed by funds earmarked by Japan.

16. In the Asian and Pacific region, workshop-type training activities, which focused on specific schemes and/or topics, such as specific applications of the GSP rules of origin, became popular, reflecting the advanced stage of economic development and export supply capabilities of countries in this region. This approach should be developed in future activities in the region under the UNDP Integrated Trade Policy Programme expected to start in 1993.

17. National seminars were held in the former Czechoslovakia and Romania. The former country had only recently been designated as a beneficiary by many OECD preference-giving countries. Owing to a lack of funds there were only two training activities in the Latin American and Caribbean region, i.e. a regional seminar for ALADI member States and a national seminar for Chile.

18. Many requests for national seminars have been forthcoming with the aim of exposing a maximum number of traders and government officials to the intricacies of the various schemes. The seminars, as far as possible, concentrated on product-specific analysis of the particular export interests of each country visited. For least developed beneficiary countries, training on the GSP and, more particularly, on the special measures granted to them under the GSP has motivated the trading community to examine its position in alternative GSP markets. For advanced developing countries, the Programme tried to emphasize the importance of other trade laws such as anti-dumping and countervailing duty actions, health and safety regulations and the Multi-Fibre Arrangement (MFA), as these measures are becoming more important for their exports to developed-country markets. During training missions, experts visited the GSP focal points and/or export promotion bodies to examine the facilities and to provide practical advice on how to improve them, and on how to obtain all the relevant resource materials necessary for the effective use of the GSP.

19. The feedback arising from training activities and the reports thereof has had the additional benefit of providing inputs to the substantive work undertaken in UNCTAD on the GSP at the annual sessions of the Special Committee on Preferences. UNCTAD staff members involved in the substantive work also participate, where feasible, as experts in seminars and advisory missions. This field experience has given them a greater awareness and deeper understanding of the real problems developing countries face in utilizing the GSP and has made a positive contribution to the quality of the substantive work of the GSP Section. The GSP Section staff now receive on a regular basis more than 200 requests a year for GSP information directly from exporters. Thus, technical cooperation in the field has led to widespread knowledge of UNCTAD's expertise in this area.

20. Revised GSP handbooks based on the Harmonized Commodity Description and Coding System (HS) are now distributed in training missions in three languages. Handbooks on the other trade laws affecting exports from developing countries are also made available during missions. The UNCTAD secretariat complements the Programme's training activities by providing detailed computer print-outs of the actual trade flows between the countries visited and the preference-giving countries, including national tariff and sub-tariff line details on non-tariff measures (NTMs) which affect the trade of these countries. The new software developed by UNCTAD, namely Trade Analysis and Information System (TRAINS) (which was distributed to beneficiaries at the nineteenth session of the Special Committee), is now being extensively used and should greatly facilitate increased use of the GSP.

C. Support to specific activities by member States

21. Two preference-giving countries financed specific activities in 1992. The Government of Japan financed national seminars in Chile, Kenya, Romania, the former Czechoslovakia and Indonesia and field research missions, and the Government of Switzerland financed a regional seminar for ALADI member States in Santiago de Chile, Chile.

D. Fund-raising missions

22. In addition to regular contacts with GSP donor countries through their missions in Geneva and correspondence with capitals, three fund-raising missions were undertaken in 1992. Japan was visited twice to secure financing for specific interregional GSP activities as well as supplementary funding for the GSP component of the new UNDP Integrated Trade Policy Programme for Asia and the Pacific. A mission to Austria combined a lecture and contacts with the Federal Chancellery to seek continued funding for specific activities, such as TRAINS, seminar finance and continuation of supplies of certificates of origin, Form A, for LDCs.

Chapter III

FUTURE OF THE TECHNICAL COOPERATION ACTIVITIES ON THE GSP AND OTHER TRADE LAWS

23. As mentioned above, overall activities in 1992 increased in comparison to 1991. However, funding constraints from both UNDP and bilateral sources meant that resources were insufficient and left the GSP Programme with 32 outstanding requests for training activities (see annex V). This demand clearly shows the need for continued financial support by UNCTAD member States.

24. The Programme anticipates more requests from beneficiaries for training and advisory missions for the following reasons:

(i) The outcome of the Uruguay Round of multilateral trade negotiations will affect every GSP scheme in terms of tariff rates, and thus every preference-giving country is expected to revise its scheme, although degrees of revision may differ from one scheme to another;

(ii) The recent granting of beneficiary status to countries in Central and Eastern Europe, many of which are also preference-giving countries, requires fresh orientations as to how to benefit from the GSP system;

(iii) The recent initiatives towards formation of regional economic groupings in Latin America and elsewhere may require precise and detailed information on the regional cumulation facility currently offered by the three major schemes;

(iv) Advanced developing beneficiaries such as NIEs (newly industrialized economies) informally requested the Programme to put more emphasis in training activities on other trade laws as their exports have recently begun to encounter restrictions under provisions relating, in particular, to anti-dumping and countervailing duty actions. Trading communities in beneficiary countries are not only keen to understand the legal framework of such actions but also wish to gain practical know-how in operational areas such as investigation procedures. As the Uruguay Round will establish new sets of rules (e.g. anti-dumping, safeguards, the Multi-Fibre Arrangement, health and santiary regulations in agricultural trade), and these rules will form an integral part of trade laws in developed country markets, it is clear that the "other trade laws" element of the Programme will become more important.

25. Taking into account the financial constraints, the Programme will, to the maximum extent possible, observe the following guidelines in meeting the various needs of beneficiaries:

(i) Advisory mission approach:

For new beneficiaries and beneficiaries whose institutional framework is fragile;

(ii) National GSP seminar approach:

For low- and middle-income beneficiaries, with one additional day for individual product-specific consultations with potential and actual GSP users; and,

(iii) Workshop approach:

For advanced beneficiaries who request training on specific schemes and/or specific areas such as anti-dumping duty actions or rules of origin.

26. The Programme would also need to revise handbooks on trade laws reflecting the set of agreements to be established within the framework of the Uruguay Round. The following two types of handbooks will be necessary for use during the Programme's various activities:

(i) Revised handbooks on trade laws in major developed countries:

These handbooks would explain the major trade laws that most developed countries implement;

(ii) Collection of major international trade agreements;

This handbook would contain major agreements that government officials and trading communities in developing countries need to be familiar with.

27. The first phase of the GSP computerized information system, mentioned above, which assists in classification of products, and contains national tariff-line information on tariffs, trade, NTMs, applicable rules of origin, major suppliers, growth rates and a list of importers, was completed in 1992. The use of computers to demonstrate the system would strengthen in particular the practical dimension of the Programme, including the individual consultations on products and schemes with the market operators from the public and private sectors. The software needs to be made more efficient and compatible with the CD-ROM approach envisaged in the next phase of the TRAINS development.

Notes

1. The formal title of the trust-fund-financed programme is the "UNCTAD technical assistance programme on the generalized system of preferences (GSP) and on other trade laws and regulations directly affecting exports of developing countries" (INT/84/A01).

2. The following preference-giving countries provided their experts as in-kind contributions: Australia, Austria, Canada, Finland, Japan, Switzerland, the United States of America and the EEC. Other in-kind contributions came from two preference-receiving countries, namely Chile and Indonesia. Two regional groupings, ALADI and PTA, also provided support as did the International Trade Centre UNCTAD/GATT.

3. Central trust funding for the Geneva-based programme in previous years was as follows: 1984 - $162,000; 1985 - $48,754; 1986 - $169,193; 1987 - $100,000; 1988 - $137,000; 1989 - $97,000; 1990 - 103,364; 1991 - $115,678; and, 1992 - $163,320.

4. The UNDP Fifth Programming Cycle 1992-1996 is based on a programming approach which relies on integrated regional programmes. Consequently, there will no longer be regional programmes concentrating exclusively on GSP and other trade laws. GSP Technical Cooperation will now form part of the UNDP integrated regional programmes.

Annex I

SUMMARY OF CONTRIBUTIONS TO GSP TECHNICAL COOPERATION ACTIVITIES IN 1992
(in US dollars)

Country	Estimated in-kind contributions	Trust fund contribution		Total
		Specific purposes	General	
Australia	3,310	-	-	3,310
Austria	5,985	-	-	5,985
Canada	15,785	-	-	15,785
Chile	8,800	-	-	8,800
China	-	-	10,000	10,000
EEC	1,345	-	-	1,345
Indonesia	9,900	-	-	9,900
Japan	20,145	150,000	-	170,145
New Zealand	3,300	-	-	3,300
Norway	-	-	40,000	40,000
Sweden	-	77,100[1]	80,000	157,100
Switzerland	9,685	116,680	33,320	159,685
United States of America	7,625	-	-	7,625
ALADI	1,500	-	-	1,500
ITC	2,985	-	-	2,985
PTA	5,665	-	-	5,665
TOTAL	96,030	343,780	163,320	603,130
UNDP funding (national & regional projects)	-	-	-	538,360
GRAND TOTAL	-	-	-	1,141,490

[1] Contribution earmarked for an activity in 1993.

Annex II

SUMMARY TABLE OF ACTIVITIES UNDERTAKEN IN 1992 AND NUMBER OF PARTICIPANTS WHO RECEIVED TRAINING

Project	Number of seminars/missions	Number of participants who received training [a]
INT/84/A01	1 meeting 1 regional seminar 4 national seminars 5 workshops 3 fund-raising missions 7 field research missions 1 lecture	N.A. 30 142 284 N.A. N.A. N.A.
INT/84/A01 BEN/87/028	1 national seminar	45
INT/84/A01 RAS/86/020	1 national seminar	47
RAS/89/028	1 advisory mission 1 workshop 15 consultation missions 1 TPR 3 meetings	N.A. 73 N.A. N.A. N.A.
ZIM/90/013	6 national seminars 3 workshops 1 TPR 2 meetings 1 lecture	199 33 N.A. N.A. N.A.
TOTAL	1 regional seminar 12 national seminars 9 workshops 3 fund-raising missions 7 field research missions 2 lectures 6 meetings 1 advisory mission 15 consultation missions 2 TPRs	30 433 390 N.A. N.A. N.A. N.A. N.A. N.A. N.A.
TOTAL ACTIVITIES	58 activities	853

Source: UNCTAD secretariat calculations.
N.A. = not applicable.
a. Regional seminars: participants usually limited to one or two per country.

Annex III

ESTIMATED EXPENDITURES IN SUPPORT OF UNDP/UNCTAD GLOBAL TECHNICAL COOPERATION ACTIVITIES THROUGH TRUST-FUND AND IN-KIND CONTRIBUTIONS FROM PREFERENCE-GIVING AND RECEIVING COUNTRIES AND OTHER ORGANIZATIONS IN 1992
(in US dollars)*

	Project	Austria	Australia	Canada	Chile	EEC	Indonesia	Japan	New Zealand	Switzerland	USA	ALADI	ITC	PTA	TOTAL
National workshops on GSP and Other Trade Laws for Indonesia (Jakarta, Batam, Pontianak, Denpasar) 11 - 21 January	INT/84/A01						9,900 •	8,345 •							18,245 •
Workshop on GSP for ZIMTRADE, CZI, ZNCC and Ministry of Industry and Commerce Harare, Zimbabwe 20 - 21 February	ZIM/90/013														
Advisory mission on GSP for Bangladesh, (Dhaka, Chittagong) 24 - 26 February	RAS/89/028														
Workshop on GSP for Zimbabwe customs officials, Harare, Zimbabwe 26 - 27 February	ZIM/90/013														
National seminar on GSP and other preferential arrangements for Zimbabwe, Harare 11 - 13 March	ZIM/90/013		900 •	900 •		900 •			900 •		900 •		900 •	900 •	6,300 •
National seminar on GSP for Zimbabwe, Bulawayo 8 - 10 April	ZIM/90/013		1,485 •	1,485 •							1,485 •		1,485 •	1,485 •	7,425 •
Workshop on GSP for Malaysia, Kuala Lumpur 4 - 5 May	RAS/89/028	600 •		600 •											1,200 •

	Project	Austria	Australia	Canada	Chile	EEC	Indonesia	Japan	New Zealand	Switzerland	USA	ALADI	ITC	PTA	TOTAL
National seminar on GSP for Zimbabwe, Harare 21 - 22 May	ZIM/90/013		600 a	600 a							600 a			600 a	2,400 a
Workshop on rules of origin for Indonesia, Batam Island 17 June	INT/84/A01														
National seminar on GSP and Other Trade Laws for the Czech and Slovak Federal Republic, Bratislava 8 - 10 July	INT/84/A01	1,810 a		8,020 a				9,400 a 37,740 b							1,810 a 17,420 a 37,740 b
National seminar on GSP and Other Trade Laws for Romania, Bucharest 14 - 17 July	INT/84/A01	900 a													900 a
National seminar on GSP for Zimbabwe, Mutare 16 - 17 July	ZIM/90/013			1,040 a							1,040 a			1,040 a	3,120 a
National seminar on GSP for Zimbabwe women entrepreneurs, Harare 20 - 21 August	ZIM/90/013		600 a	600 a							600 a		600 a	600 a	3,000 a
National seminar on GSP for the Philippines, Manila 16 - 17 September	INT/84/A01 RAS/86/020														

	Project	Austria	Australia	Canada	Chile	EEC	Indonesia	Japan	New Zealand	Switzerland	USA	ALADI	ITC	PTA	TOTAL
Regional seminar on GSP and Other Trade laws for ALADI member States, Santiago de Chile, Chile 28 September - 2 October	INT/84/A01		1,500 *					1,500 *	1,500 *	9,685 * 66,680 b	1,500 *	1,500 *			17,185 * 66,680 b
National seminar on GSP and Other Trade Laws for Chile, Santiago de Chile 5 - 8 October	INT/84/A01		900 *	900 *	8,800 *	445 *		900 * 48,560 b	900 *		900 *				13,745 * 48,560 b
National seminar on GSP for Zimbabwe, Gweru 1 - 2 October	ZIM/90/013			1,040 *										1,040 *	2,080 *
Workshop on rules of origin for Zimbabwe customs officials, Harare 6 - 7 October	ZIM/90/013														
National seminar on GSP for Benin, Cotonou 16 - 17 November	INT/84/A01 BEN/87/023										600 *				600 *
National seminar on GSP for Kenya, Nairobi 26 - 27 November	INT/84/A01			600 *				36,440a							600 * 36,440 b
TOTAL		3,310	5,985	15,785	8,800	1,345	9,900	142,885	3,300	76,365	7,625	1,500	2,985	5,665	285,450

TOTAL CONTRIBUTION: US$285,450

Source: UNCTAD secretariat calculations.

* Estimated at United Nations rate.
a Expert's salary, travel and DSA.
b Trust funds for specific seminar activities.

Annex IV

SUMMARY TABLE OF NATIONAL AND REGIONAL SEMINARS INCLUDING WORKSHOPS, AND PARTICIPANTS WHO RECEIVED TRAINING FROM 1984 TO 1992 BY THE UNCTAD TECHNICAL COOPERATION PROGRAMME ON THE GSP
(including UNDP-funded regional and national projects)

Year	Number of seminars	Number of participants who received training*
1984	8 (3 regional, 5 national)	414
1985	8 (4 regional, 4 national)	293
1986	14 (3 regional, 11 national)	825
1987	20 (6 regional, 14 national)	1,385
1988	14 (4 regional, 10 national)	918
1989	34 (6 regional, 28 national)	1,887
1990	24 (2 regional, 21 national, 1 workshop)	1,107
1991	26 (5 regional, 18 national, 3 workshops)	1,431
1992	22 (1 regional, 12 national, 9 workshops)	853

Source: UNCTAD secretariat calculations.

* Regional seminars: participants usually limited to one or two per country.

Annex V

LIST OF OUTSTANDING REQUESTS FOR GSP TECHNICAL COOPERATION ACTIVITIES AS OF 31 DECEMBER 1992

Regional

- Arab Cooperation Council countries
- Commonwealth Caribbean countries
- Asian low-income developing countries

National

- Algeria
- Burundi
- Cape Verde
- Chad
- China
- Colombia
- Congo
- Cuba
- Dominica
- El Salvador
- Honduras
- Iraq
- Jamaica
- Panama
- Paraguay
- Poland
- Sri Lanka
- Syrian Arab Republic
- Trinidad and Tobago
- Thailand
- Turkey
- Uganda
- United Arab Emirates
- Viet Nam

Advisory missions

- Cameroon
- Ecuador
- Gabon
- Jordan
- Zaire